

A REPORT OF
THE STATE COUNCIL FOR ADULT LITERACY EDUCATION SERVICES

May 2003

ORGANIZATION OF THE REPORT

This report has four sections. The first section, the Introduction, presents a rationale for improving adult literacy skills, a definition of adult literacy, and a brief history of state-level adult literacy policy initiatives. In the second section, A Guiding Framework, Equipped for the Future (EFF) is presented as the overriding framework that will set the direction for adult literacy education in New Jersey. The third section, Conclusions and Recommendations, offers specific insights and suggestions about the system and how to improve it. In the fifth and final section, Other Important Issues, the Council outlines additional concerns that are currently being considered.

I. INTRODUCTION

We are a nation divided. On one side, adults have the skills and knowledge to find and keep good jobs, help their children in school and at home, and play active roles in their communities. Adults on the other side lack those skills and they and their families are falling further and further behind.

The National Literacy Summit 2000 Steering Committee¹

In 1983, the Commission on Excellence in Education warned in *A Nation at Risk*² of the perils associated with low literacy and low skills in the new emerging economy, which places more emphasis on brains rather than brawn. The danger, the authors reasoned, was that not only will individuals who lack the basic literacy and workplace skills be effectively disenfranchised from the material rewards of our free society, but from the chance to fully participate in our democratic way of life.

For most of the 20th century, the manufacturing sector fueled the economy of New Jersey and the Nation. By and large, workers were rewarded for their sweat labor and adherence to “shop rules.” Although oftentimes minorities and women’s economic progress was fettered, their formula for success still emphasized hard work and conformity. Today’s workplace, however, relies more heavily on higher order skills (e.g., the ability to think, to acquire, and use oral and written information, to solve problems, to communicate and work with others, to use information technology).

Whereas in the 1950s, six in ten workers were unskilled, today, more than 60 percent of the workforce is skilled and less than 20 percent unskilled...

¹ The National Literacy Summit 2000 Steering Committee. (2000). *From the Margins to the Mainstream: An Action Agenda for Literacy*.

² National Commission on Excellence in Education (1983). *A Nation at Risk: The Imperative for Educational Reform*. Washington, D.C.: U.S. Department of Education.

In globally competitive labor markets, workers who lack basic skills and literacy are in greater danger than ever before.³

These higher order skills are also necessary for adults to exercise their rights and responsibilities as citizens and to fully participate within the societal unit of the family. It is within this context that an expanded understanding of what it takes to be literate in the 21st century is essential for policy makers, practitioners, and citizens if our State and our nation are to prosper. Likewise, the challenge for society's leaders is to develop a system that ensures the opportunity for all of its citizens to continually acquire the skills necessary to succeed in their roles as workers, citizens, and family members.

Definition of Adult Literacy

The Council has adopted the following definition of literacy from the Adult Education and Family Literacy Act, which appears as Title II of the Workforce Investment Act (WIA) of 1998:

An individual's ability to read, write, and speak in English, compute and solve problems, at levels of proficiency necessary to function on the job, in the family of the individual, and in society.

This definition is consistent with the one adopted by the Task Force on Adult Literacy, which was convened by the New Jersey Commission on Higher Education and the New Jersey State Employment and Training Commission, and presented in the Task Force's report the *Literacy Connection*.

The Council asserts that all learners must develop skills necessary to function in the workplace and to continue learning in the classroom, on the job, and in the many other environments, that provide growth opportunities. Adults must:

- Be equipped to adapt to change and develop higher order thinking, decision-making, and problem solving skills, as well as the ability to utilize communication and information technology.
- Achieve competency in the expanding array of basic skills.
- Learn the art of integrating different skills to solve problems and meet the demands of modern technology.

Also based on Title II of WIA, the Council operationally defines adult literacy education as educational services or instruction below the postsecondary level that focus on developing and improving one's ability to read, write and speak in English, compute and solve problems at levels of proficiency necessary to function on the job, in the family, and in society. Adult literacy education is offered for individuals who:

³ John J. Heldrich Center for Workforce Development at Rutgers, The State University of New Jersey and the Center for Survey Research and Analysis at the University of Connecticut (1999). Working Hard But Staying Poor and Unemployed. *Work Trends: American's Attitude about Work, Employers and Government*, v 1.3: Author.

- 1) have attained 16 years of age;
- 2) are not enrolled or required to be enrolled in secondary school under New Jersey law; and,
- 3) exhibit one or more of the following characteristics:
 - a. lack sufficient mastery of basic educational skills to enable them to function effectively in society;
 - b. do not have a secondary school diploma or its recognized equivalent, and have not achieved an equivalent level of education; or,
 - c. are unable to speak, read, or write the English language.

History

The impetus to improve the adult literacy system in New Jersey is not a new endeavor. In 1966 the Governor's Task Force on Adult Literacy Opportunities in New Jersey issued a report to then Governor Richard J. Hughes that described adult illiteracy in New Jersey as a "problem of massive proportions" and the literacy effort as "quantitatively grossly inadequate to cope with the problem." It recommended that the adult literacy effort be linked with employment programs and that the State take steps to improve coordination between programs.

In 1993, the New Jersey Council on Adult Education and Literacy, established by then Governor James Florio, released a report also highlighting the enormity of the adult literacy problem and outlining priorities and recommendations in three areas: family literacy, workplace literacy, and adult education and the literacy delivery system. That Council recommended that literacy programs at the State level be examined "with an eye toward restructuring," a strategy be developed "to foster greater cooperation between public and private providers," and the State "investigate the possibility of creating a less restrictive funding system."

In 1996, the New Jersey Commission on Higher Education (CHE) and the State Employment and Training Commission (SETC) issued separate planning documents calling for the establishment of a literacy task force to review the need for adult literacy services and to examine the full range of literacy programs in the State. Based on their recommendations, the Commissions jointly established the Task Force on Adult Literacy. Drawing on State and national data, the Task Force found that between 2.6 and 3.1 million New Jerseyans have low literacy levels. The Task Force focused on increasing governmental efficiency, improving coordination and accountability, and advancing the employability and self-sufficiency of the State's citizens. Among its recommendations, the Task Force called for the creation of a State literacy council and the development of a strategy to consolidate literacy initiatives of multiple State agencies and leverage funds from various sources.

The State Council for Adult Literacy Education Services

In acknowledging the salient affect adult literacy now has on the well-being of the State, its citizens, and its economy and supporting a key recommendation of the Task Force on Adult Literacy, the New Jersey State Senate and Assembly passed legislation, which was sign into law (P.L. 1999, Chapter 107), establishing the State Council for Adult Literacy Education Services. As indicated in its enabling legislation, the State Council for Adult Literacy Education Services (SCALES) is charged with:

...developing a broad-based statewide master plan, which integrates and coordinates all adult literacy programs. At a minimum, the plan shall address service delivery, consolidation and coordination, funding and accountability, staff development and training, technology and advocacy. The plan shall include a proposal to consolidate the State supported literacy programs (C:34:15C-19a).

SCALES is a bipartisan body created within the State Employment and Training Commission. Developed to facilitate Statewide and local policy development, planning and oversight in consultation with the stakeholders in the area of adult literacy education, SCALES is charged with addressing nine goals to fulfill the Council's mission. (See Appendix A).

To facilitate planning, the Council established three Committees: Goals, Professional Development, and Funding/Delivery System. The Goals Committee was charged with refining the goals of the Council; the Professional Development Committee was charged with developing a professional development plan; and the Funding/Delivery System Committee was charged with collecting data necessary for understanding funding and delivery system issues prior to developing that portion of the master plan. A Steering Committee was subsequently formed to provide overall guidance to the Council and its Subcommittees.

In the spring of 2000, the Professional Development Committee recommended to the Council that Equipped for the Future (EFF) become the State framework and standards for adult literacy education. The Council accepted the recommendation. Subsequently, the Professional Development Committee recommended an implementation plan for EFF to the Council and it too was accepted. The State Employment and Training Commission ultimately accepted both recommendations.

In 2001, the Council turned its attention to funding and delivery system issues, which had proven quite complex to analyze. Based on its initial findings on funding and delivery, in January 2002 the Council drafted and submitted to the SETC a report entitled *Preliminary Report on the Adult Literacy Funding and Delivery System*. This report, which was subsequently accepted by the SETC, noted there were twenty-four programs in five State agencies that currently administer adult literacy education in New Jersey. In support of the State Employment and Training Commission's report, *New Jersey in Transition: The Crisis of the Workforce*, the Council recommended that adult literacy

services be consolidated under one State agency and that at the local-level, Workforce Investment Boards be responsible for coordination.

Specifically, to improve coordination and to streamline adult literacy programs in New Jersey the Council made the following recommendations:

First, the twenty-four programs in five State agencies that currently administer adult literacy education in New Jersey should be consolidated under one State agency responsible for adult literacy education.

Better cooperation between the five State agencies was seen as essential to improving adult education delivery. Implementation of this recommendation would:

- *Allow for the coordination and streamlining of eligibility requirements, reporting regulations and grant application processes.*
- *Provide a locus of leadership and public advocacy for adult literacy education.*
- *Facilitate long term strategic planning.*
- *Eliminate the waste associated with the administration of twenty-four different programs.*

Although at first glance this recommendation may have seemed radical, it really was not. Michigan, Tennessee and Kentucky have achieved bureaucratic consolidation of adult literacy with significant success. Broadly speaking, the Council proposed that adult literacy education services be reorganized at the State level along the lines outlined in the State Employment and Training Commission's White Paper, *New Jersey in Transition: The Crisis of the Workforce*.

The Council further asserted that Workforce Investment Boards (WIBs) were the logical entities for local coordination as WIBs meet the important criteria: They are charged with strategic planning, their membership is representative of the community and they possess operating resources. Moreover, the Council reasoned that it would be senseless to create new local coordinating bodies for adult literacy education when appropriate bodies already existed.

Second, the responsibility for planning and coordination for the local adult literacy education system should continue to rest with Workforce Investment Boards (WIBs); however, their authority for this function should be strengthened.

All State agencies involved in adult literacy education planning and or programming should recognize WIBs as the locus of local literacy planning. All adult literacy education initiatives at the local level which receive State and/or federal support should be required to develop programs in collaboration with WIBs and consistent with local literacy plans. WIBs, through their literacy committees, should:

- *Be responsible for local strategic plans for improving the delivery of adult literacy education and coordinating that delivery with other components of the workforce development system.*
- *Make recommendations for the allocation of funding to adult literacy education providers.*
- *Monitor the performance of the local adult literacy system.*
- *Serve as local advocates for adult literacy education.*

Bureaucratic consolidation to achieve a rational and cost effective coordination of adult literacy at the State level was only one part of the equation. Local coordination was also viewed as necessary. Despite the excellence of many individual programs at the local level, the adult literacy system at that level lacks coherence. Programs frequently exist in vacuums with little or no link to each other and no easy pathway for the customers to get their needs met.

The Governor’s Action Plan for Workforce Program Consolidation proposes to incorporate all “to work” programs under a renamed and newly configured Department of Labor and Workforce Development. The proposal acknowledges the findings and recommendations contained in the Council’s Preliminary Report and includes adult literacy programs with a “to work” focus in the consolidation plan.

What follows in this document is a preliminary discussion of critical factors that affect adult literacy service delivery in New Jersey: the overriding framework for guiding policy, planning, assessment and instruction and consolidation and coordination of the delivery system. This Report also discusses other important issues that are currently being considered by the Council.

II. A GUIDING FRAMEWORK

It is clear from the legislation (P.L. 1999, Chapter 107) that mandates this plan, that the fundamental issue that must be addressed in planning is coordination and consolidation of the State funded adult literacy delivery system. There are two necessary components to successful coordination and consolidation. The first is the solid consensus around goals and direction that breeds a common sense of purpose among stakeholders in adult literacy education. This consensus is critical if the policy makers and practitioners are to move forward together rather than in different directions. The second component, which is now being addressed by reconstitution of the Department of Labor into the Department of Labor and Workforce Development, is structural reform of the bureaucratic system that administers the adult literacy delivery system.

Both the Council and the SETC have agreed that Equipped for the Future (EFF) should be the guiding framework for adult literacy in New Jersey. But what is EFF, why is it important and what needs to be done to insure that the promise of EFF is actualized?

What EFF Is

EFF is the product of an ongoing research and development effort conducted by the National Institute for Literacy. The heart of EFF is a set of 16 Standards for adult literacy developed through and verified by research. These Standards represent the intended outcomes of instruction, and hence the basis for diagnostic and accountability assessment. Furthermore, achieving the 16 standards provides the direction for State and local planning.

As stated by EFF (2000)⁴,

The 16 Equipped for the Future Standards define the core knowledge and skills adults need to effectively carry out their roles as parents, citizens and workers. The Standards have been identified through research on what adults need to do to meet the broad areas of responsibility that define these central adult roles.

The sixteen standards are represented in the schematic depicted in Figure 1.

Why EFF is Important

Recent research has shown that adult literacy education in the United States is for the most part targeted at the acquisition of discrete basic skills (Beder & Medina, 2002; Purcell Gates, 2001)⁵. Curricula emphasize reading, writing, mathematics and the knowledge needed to pass the GED exam. Teachers focus on the conveyance of factual knowledge, step-by-step. Critical thinking, problem solving, oral skills, creativity, computer literacy, and planning skills are rarely part of the equation.

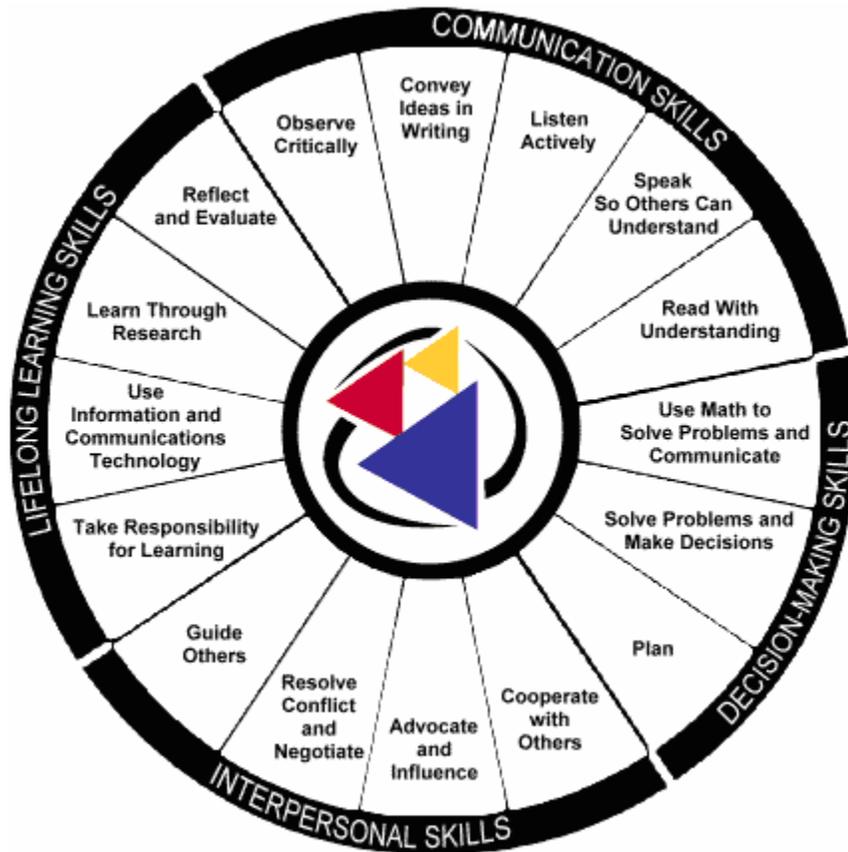
EFF takes a much more expansive approach. Rather than focusing on “academic” knowledge, EFF focuses on the things adults need to do in order to be successful as workers, parents and citizens. In the EFF framework, reading thus becomes “reading for understanding” and writing becomes “convey ideas in writing.” Moreover, EFF encompasses a much wider array of critical skills than standard adult literacy instruction. It focuses on four sets of skills: communication skills, interpersonal skills, lifelong learning skills and decision-making skills. Each of these sets of skills is further divided into sub-skills. Skills included in the interpersonal skills set, for example, include

⁴ Stein, S. (2000). *Equipped for the future content standards: What adults need to know and be able to do in the 21st century*. Washington, D.C.: National Institute for Literacy.

⁵ Beder, H. & Medina, P. (2002). *Classroom dynamics in adult literacy education*. Cambridge, MA: National Center for the Study of Adult Learning and Literacy.
Purcell-Gates, V., Degener, S., Jacobson, E., & Soler, M. (2001). *Affecting change in literacy practices of adult learners: Impact of two dimensions of instruction*. Cambridge, MA: National Center for the Study of Adult Learning and Literacy.

Figure 1.

Equipped for the Future Standards



guiding others, conflict resolution, advocating and influencing, and cooperating with others. In regards to work-related skills, EFF aligns well with the skills recommended as necessary by the seminal Secretary's Commission on Achieving Necessary Skills (SCANS) Report (1991).⁶

Without doubt learning to read, write and compute is necessary for successful performance in the workforce and in life in general. EFF certainly does not ignore these

⁶ The Secretary's Commission on Achieving Necessary Skills. (1991). *What work requires of schools*. Washington, D.C.: United States Department of Labor.

skills. But are basic reading, writing and math sufficient if adults are to have jobs with a future and are to be successful in postsecondary education? Can New Jersey's economy thrive with a workforce composed of workers who function only at a basic skills level? SCALES believes the answer to both questions is a definitive no, and that is why EFF is so important.

EFF is a holistic system that operates on at least three levels: policy and planning, assessment and instruction. For policy and planning, the EFF standards establish the goals and objectives for adult literacy education and define what its "product" should be. For EFF to set the direction for adult literacy, policy makers and planners must have sufficient knowledge of EFF and the EFF framework must drive their decisions.

Based on the EFF standards, the National Institute for Literacy is currently working on an assessment system that will serve both diagnostic and accountability functions. When fully developed, use of the tests will fulfill Title II WIA requirements for the objective measurement of learning gain. For the EFF assessment system to be implemented, a step that is critical to the full implementation of EFF in New Jersey, local level program staff must be trained in test administration and scoring and an effective and efficient system for reporting the results must be developed and implemented.

Use of EFF in instruction produces the ultimate payoff in terms of individual, social and economic outcomes. Indeed, unless there is effective implementation of EFF as an instructional system, it is doubtful that major benefits will be derived from this high quality framework for adult literacy. Implementation of EFF in instruction will require training for teachers to a high level of proficiency and other workforce investment professionals. Because this training, which is provided by EFF, is labor intensive, comprehensive planning and allocation of sufficient resources will be necessary for insuring success. Training to support EFF implementation, as well as other innovated approaches to improve the system and enhance the level of literacy services to clients, will require an organized and coordinated professional development system that meets the following important criteria outlined by Belzer, Drennon & Smith (2001).⁷

Scope: The system must reach a wide range of practitioners and serve them with a wide range of formats, activities, and topics.

Cooperative leadership: Practitioners and state managers collaborate in identifying needs and in making other decisions regarding professional development.

Coherence: The parts of the professional development system must be logically integrated into a well-functioning whole that can achieve a clear mission.

Accessibility: The system must provide activities at the times, the locations, and with the formats that facilitate participation.

⁷ Belzer, A., Drennon, C., & Smith, C. (2001). *Building professional development systems in adult basic education: Lessons from the field*. In Comings, J., Garner B., & Smith, C (Eds) *The Annual review of Adult Learning and Literacy*, Vol. 2. San Francisco, CA: Jossey-Bass.

Capacity: Resources allocated to professional development must be sufficient for the system to achieve its mission.

A professional development system for adult literacy in New Jersey should be developed that meets the above criteria, has the capacity to support the implementation of EFF, and can effectively promote the competency of adult literacy practitioners.

III. CONCLUSIONS AND RECOMMENDATIONS

In January 2002, in its *Preliminary Report on the Adult Literacy Funding and Delivery System* the State Council for Adult Literacy Education Services recommended that adult literacy services be consolidated under one state agency and that at the local-level, Workforce Investment Boards be responsible for coordination. This recommendation was made in support of the State Employment and Training Commission's report *New Jersey in Transition: The Crisis in the Workforce*. With the reconstitution of the Department of Labor into the Department of Labor and Workforce Education and the ensuing consolidation of adult literacy education programs, this recommendation is well on its way to implementation. Although SCALES is confident that consolidation will solve many of the problems that have plagued adult literacy education in NJ, other issues need resolution. They are:

1. **Equipped for the Future (EFF) should be implemented throughout the workforce investment system.** New Jersey's adult literacy system needs a consistent and coherent framework to guide instruction and learning, and both the Council and the State Employment and Training Commission agreed that EFF could meet this need. Implementation of EFF throughout the system, however, requires training and technical assistance. Although, initial capacity-building activities are underway, additional resources are needed to support this endeavor. To move forward with EFF implementation, the following steps should be taken:
 - *Revise the EFF implementation plan to reflect needs and current realities.*
 - *Identify and commit funding from state adult literacy initiatives to support EFF implementation.*
 - *Work with National Institute for Literacy to provide training and technical assistance to providers and other stakeholders, develop tools to improve teaching and learning with EFF, and assess and document skills acquisition.*
2. **State-level policy focused on adult literacy planning, implementation, and oversight should be coordinated through the State Council for Adult Literacy Education Services.** Although "to work" adult literacy programs will be transferred to the Department of Labor, other programs such as adult high schools and GED testing will remain with the Department of Education. Because SCALES is

representative of a broad cross section of stakeholders, and because of its legislated mandate, SCALES should function as a forum to facilitate policy discussions across agencies. To implement this recommendation, each of the state agencies that provide adult literacy education services must formally agree to inform Council of impending policy issues and to seek the Council's advice.

- 3. Access and availability of high school certification should be improved.** The access and availability of high school certification is a critical issue for adult literacy in New Jersey for at least three reasons. First, high school certification is a goal of the majority of adult literacy students. Second, in the modern labor market, high school certification is regarded as a minimum requirement for entry. Third, the number of adult literacy students who achieve high school certification is a major criterion in the WIA Title II federal accountability system known as the National Reporting System (NRS). Thus, unless high school certification is both accessible and available, the adult literacy system will be unable to meet the needs of its clients, demands of employers, or the standards of accountability.

In New Jersey there are two ways students may earn a high school diploma: by passing the GED tests or by earning a standard school district diploma through the adult high school.

The GED is a national high school certification program in which adults may earn a GED diploma by passing a series of five nationally normed tests. Clearly, to earn a GED, students must have access to GED testing and this currently is a significant problem in the state. An inadequate fee structure, which only partially covers the cost of administering the test locally, serves as a disincentive to becoming a testing site. For current sites, this fee structure is a deterrent to increasing the number of times the test is given. As a result, in many locales adult literacy students must wait an inordinate amount of time before they can take the GED tests and they must wait even longer before they receive the results.

- *Establish at least one GED testing center as part of the One-Stop delivery system in each WIB area.*
- *Increase the number of test administration dates in each WIB area to reduce the waiting time for students.*
- *Base GED testing fees on a realistic assessment of the cost to administer the test minus any state funding to support this activity to ensure that local test providers' costs are covered.*
- *Establish a GED test scholarship fund to assist students who have demonstrated their academic readiness to take the tests, but who cannot afford the fee.*

In contrast to the GED where students earn a high school diploma by passing a series of tests, the NJ Adult High School awards the same diploma that school districts award. Graduates must meet all the state standards that apply to K-12 including passing the High School Proficiency Test (HSPT). In prior years, the adult high

school was funded through NJ State aid to education and the adult high school was a dedicated line in the state budget. In the budget proposed for 2003-2004, however, the adult high school has been eliminated from the state budget and the funds reallocated to a program known as Consolidated Aid. Loss of the adult high school will seriously diminish the ability of the adult literacy system to meet the certification needs of its clients.

- *The adult high school should be restored as a separate, dedicated line in the state budget.*
- *Funds should be allocated to the adult high school at the 2002-2003 level.*

4. **State initiated professional development programs in support of adult literacy education services should be consolidated under the agency responsible for adult literacy education and planned in collaboration with the State Council for Adult Literacy Education Services.** To ensure an effective statewide professional development system that better reflects the needs of the state, the following steps should be taken:

- *Move the statewide professional development function currently performed by Department of Education to the adult literacy agency.*
- *Place the responsibility for coordinating EFF training and technical assistance within this function.*
- *Create a professional development plan and implement strategies that promote the use of effective formats, methods, schedules, and locations to reach a wide range of literacy and workforce investment practitioners.*
- *Provide sufficient resources to achieve professional development goals.*

5. **Performance outcomes data based on the United States Department of Education's National Reporting System should be collected for all participants involved in adult literacy education programs that are supported with state or federal funds.** Partially because of bureaucratic fragmentation, there are currently no system-wide accountability standards or measures for adult literacy education. NJ Department of Education funded programs utilize a set of standards and measures embodied in the USDOE-sanctioned National Reporting System. The NJ Department of Labor is moving to require all literacy programs under their direction to use the same, while programs supported through other agencies may use some of the National Reporting System standards and measures, may use others, or may use none at all. Consequently, the performance of programs throughout the system cannot be compared to each other and the public's interest in program accountability cannot be met. Earlier, we recommended adoption of the EFF accountability standards and measures when they are fully developed. In the meanwhile, however, we need other standards and measures for implementation throughout the system. The SETC in collaboration with the Center for Occupational Employment Information (COEI) is considering the feasibility of requiring all adult literacy programs to report accountability data to a central agency.

- *Continue to require all eligible training providers that provide adult literacy services to report data to COEI.*

IV. OTHER IMPORTANT NEEDS

Although the need for more effective coordination is the most pressing need for adult literacy in New Jersey, there are other needs as well such as: licensure and professional development requirements, improving access to services, the future of adult high schools and building better connections with postsecondary education.

Certification

The State Board of Education has proposed revisions to its code that would require adult literacy teachers to be certified in adult literacy. Currently there is no certification in adult literacy; teachers of adult literacy who work in settings that mandate certification must obtain it in a K-12 subject area. Although many in the field view certification in adult literacy education as desirable, they caution that implementation could either contribute to professionalization or field or destroy the predominantly part-time teaching force. Among the issues that must be addressed if certification is to be implemented and have a positive, rather than harmful, affect are:

- Certification should not be implemented until SCALES has studied its likely impact and recommended ways of achieving benefits while avoiding harmful effects
- The adult literacy teaching force is comprised predominantly of part-time teachers who have other full-time work commitments. For this reason, it is essential that options for meeting certification requirements be accessible to part-time teachers in respect to scheduling, cost, and amount of supply.
- There must be a grandfather provision for highly experienced adult literacy teachers.
- The state currently lacks the capacity to train large numbers of adult literacy teachers. Before certification is implemented, this problem must be addressed.

Improving Access

Although more effective coordination and implementation of EFF would go along way toward insuring that adult literacy education in New Jersey will meet the demands of the workforce, access to adult literacy education is still a critical important issue. Nationally about 42 percent of the adult population is in need of adult literacy services but only about 5 percent of this population participates each year. The situation is essentially the same in New Jersey. Although there is considerable evidence that access to adult literacy education in New Jersey is limited by under-funding much of the problem is also due to inefficient resource allocation. This is demonstrated by the fact that, while in some communities adult literacy programs are at or slightly below capacity, in others there are long waiting lists, and in still others there are no programs at all.

Improving access will require increases in state funding for adult literacy, especially in the wake of projected decreases in federal WIA Title II funding. It will also require the

integration into the adult literacy system as a whole of the Workplace Literacy Labs funded under the Supplemental Workforce Fund for Basic Skills.

Connection to Post Secondary Education

The lack of connection between the adult literacy system and the postsecondary education system is an area of concern. Research has shown that gains in income for adults who have earned a GED are quite small unless they continue on to postsecondary education, in which case gains in income are substantial (Cameron & Heckman, 1993; Tyler, Murnane & Willet, 2000).⁸ Graduation from adult literacy education should not be considered an ending point; rather it should be considered a beginning since much of the value added comes from further education at the post secondary level. It is also clear, that while few adult literacy education graduates continue to postsecondary education, even fewer earn postsecondary certification. This is partially because of a lack of connection between the adult literacy and postsecondary systems.

Family Literacy

It has been clearly established through research that parent's literacy and their children's success in school are related. Family literacy seeks to build a solid literacy foundation for both the parent and the child. In the future, the Council will address how adult literacy initiatives can contribute to improving the overall literacy of the family and its economic self-sufficiency.

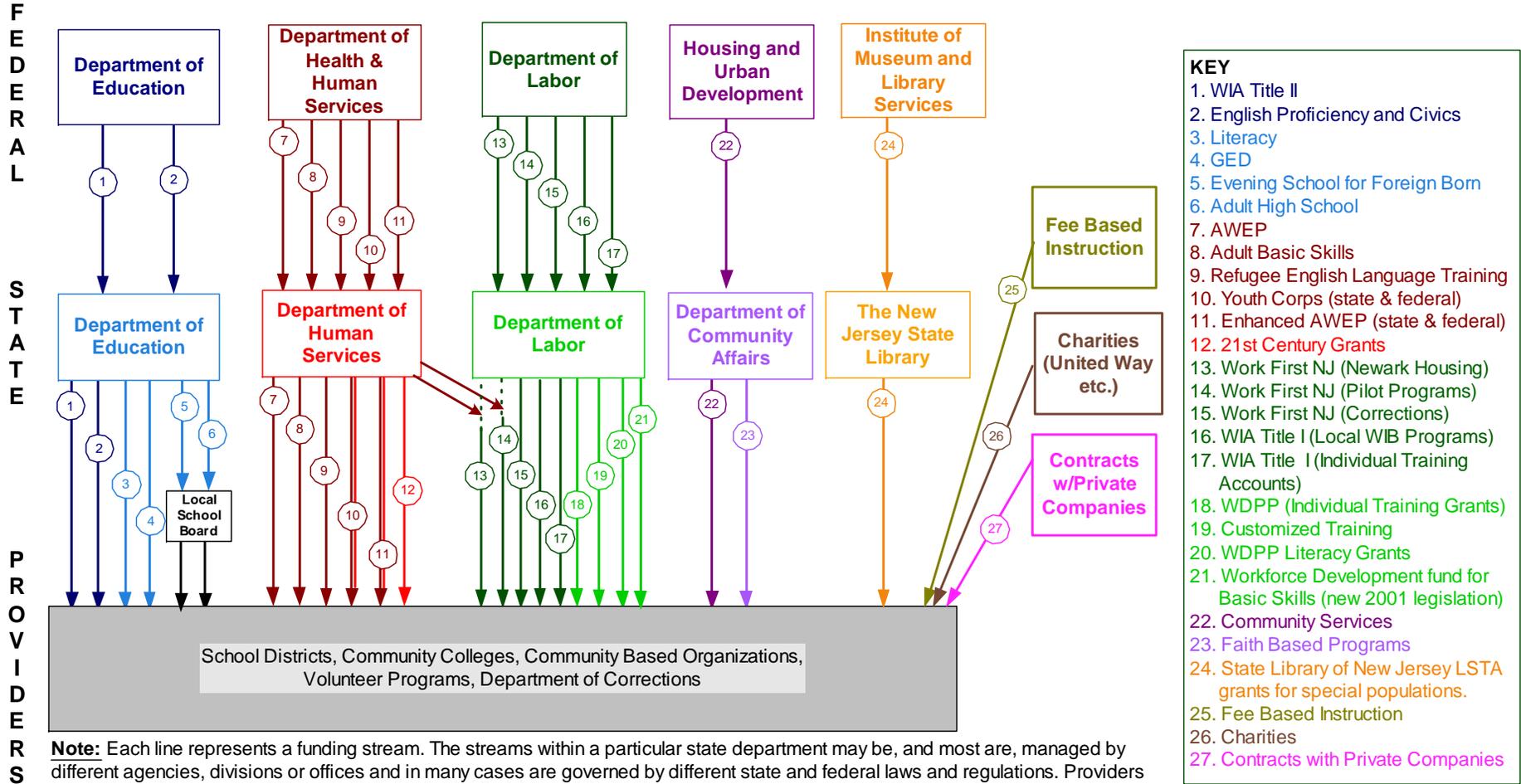
⁸ Cameron, S. & Heckman, J (1993). The nonequivalence of high school equivalence. *Journal of Labor Economics*, vol. 11, no, 1

Tyler, J., Murnane., R & Willet, J. (2000). *Cognitive skills matter in the labor market, even for school dropouts*. Cambridge, MA: National center for the Study of Adult Learning and Literacy.

Appendix A:
Statewide Literacy Council Goals

1. To develop a broad-based Statewide master plan, which integrates and coordinates all adult literacy programs. (At a minimum, the plan shall address service delivery, consolidation and coordination, funding and accountability, staff development and training, technology and advocacy. The plan shall include a proposal to consolidate the State supported literacy programs.)
2. Report annually to the Governor and the Legislature. The annual report shall include, but not be limited to, the accomplishments and initiatives of the reporting period. The first annual report shall also include the State master plan as called for in the legislation and outlined in goal #1.
3. To facilitate State planning and local planning through Workforce Investment Boards and among service providers to assure concurrence with the State master plan for adult literacy education.
4. To review federal and State legislation, and develop and modify literacy plans accordingly.
5. To develop appropriate performance standards and impact measures and Statewide benchmarks to measure the entire system and programs of adult literacy services;
6. To develop a Statewide strategy to facilitate and improve professional development and information sharing for practitioners and policy makers to promote the availability of services to learners, employers, and service providers;
7. To improve communication among federal, State, and local Literacy initiatives.
8. To recommend strategies to broaden adult literacy efforts so that literacy levels of the entire family are improved.
9. To work with public and private sector organizations to develop strategies to publicize the problem of low-literate populations as well as the services available to address this problem.

Funding for Adult Literacy and Basic Education

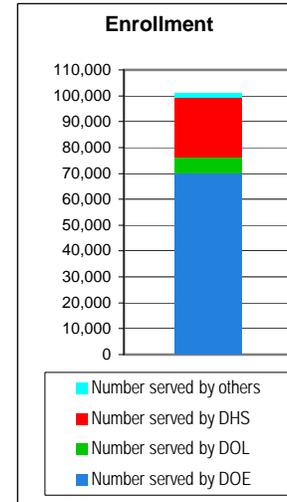
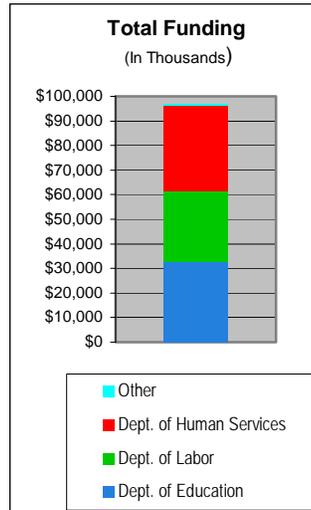
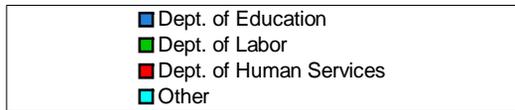
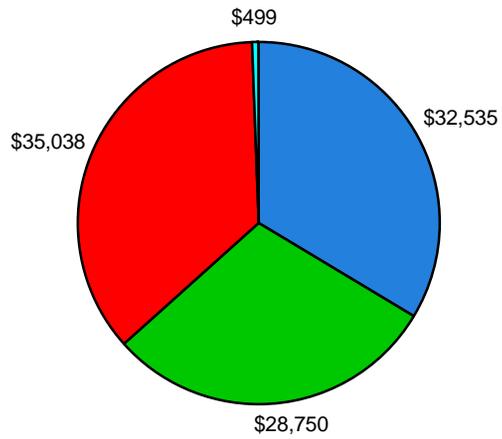


Note: Each line represents a funding stream. The streams within a particular state department may be, and most are, managed by different agencies, divisions or offices and in many cases are governed by different state and federal laws and regulations. Providers can apply for grants and receive funding from any one or more of the funding streams. Most receive funding from multiple sources which means different application procedures, deadlines, reporting requirements and different student eligibility criteria for each grant.

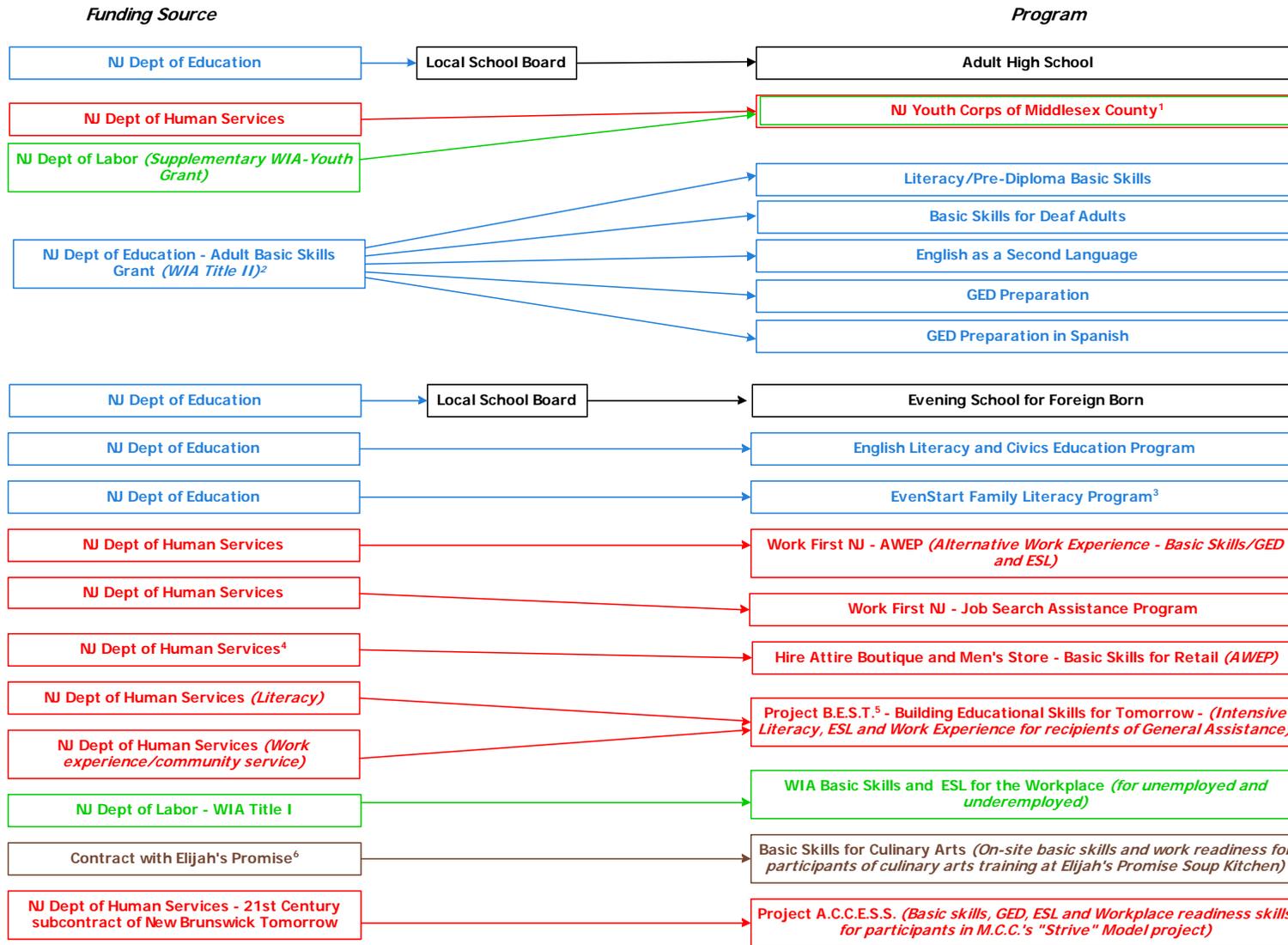
Note: Each department is represented by a color. Darker shades represent federal funds and lighter shades represent state funds.

9/02

**Dept. of Education, Dept. of Labor, Dept. of Human Services
and Other Funding for Adult Literacy Education**
(In Thousands)



New Brunswick Public Schools - Adult Learning Center



¹ Co-sponsored with UMDNJ

² In Consortium with East Brunswick and South River

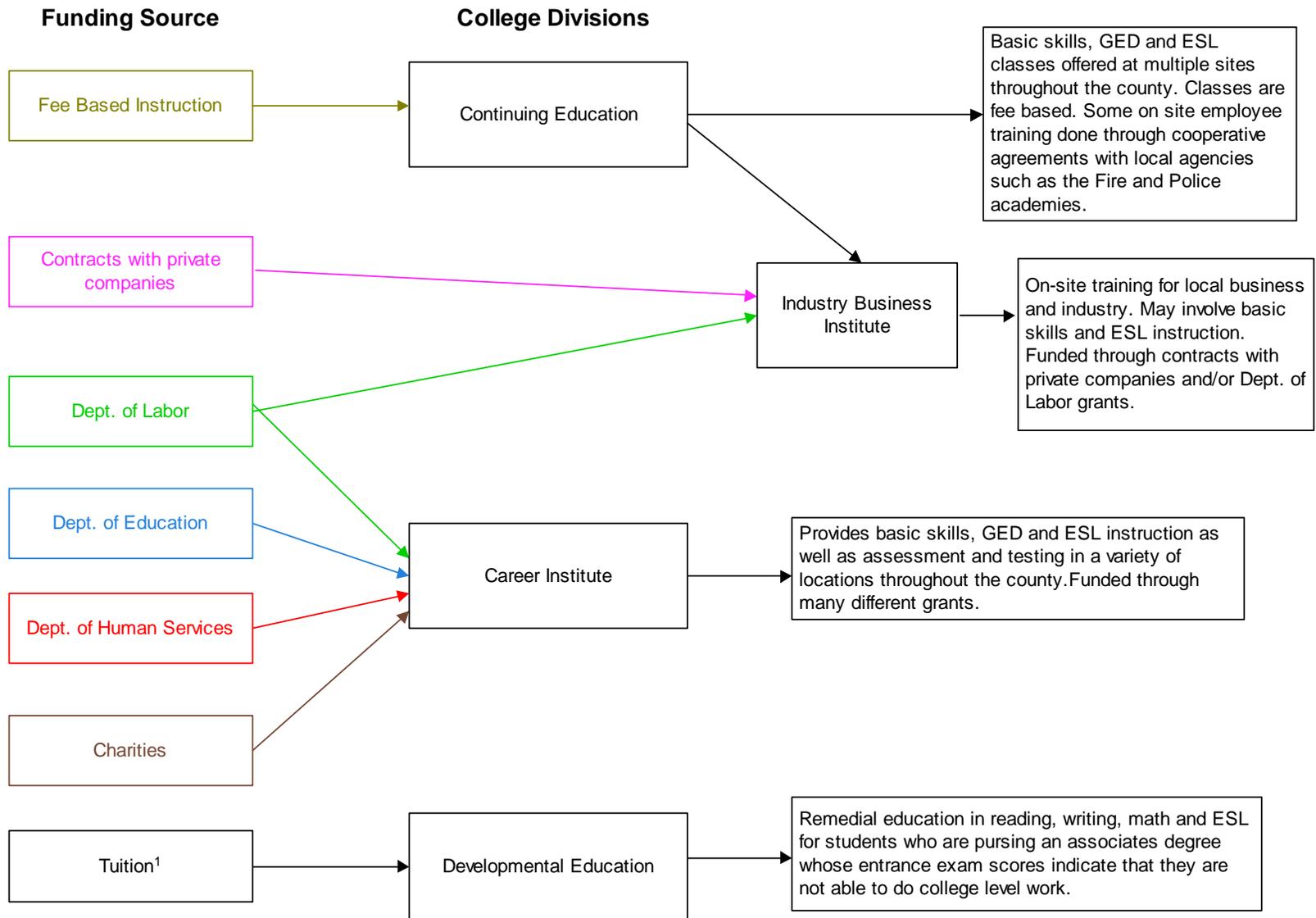
³ Co-sponsored with UMDNJ/CARRI Program

⁴ Formerly a Dept of Labor Grant

⁵ Formerly a Dept of Labor WIA grant, moved to a Dept. of Human Services Work First grant

⁶ Formerly part of WIA Basic Skills and ESL for the Workplace

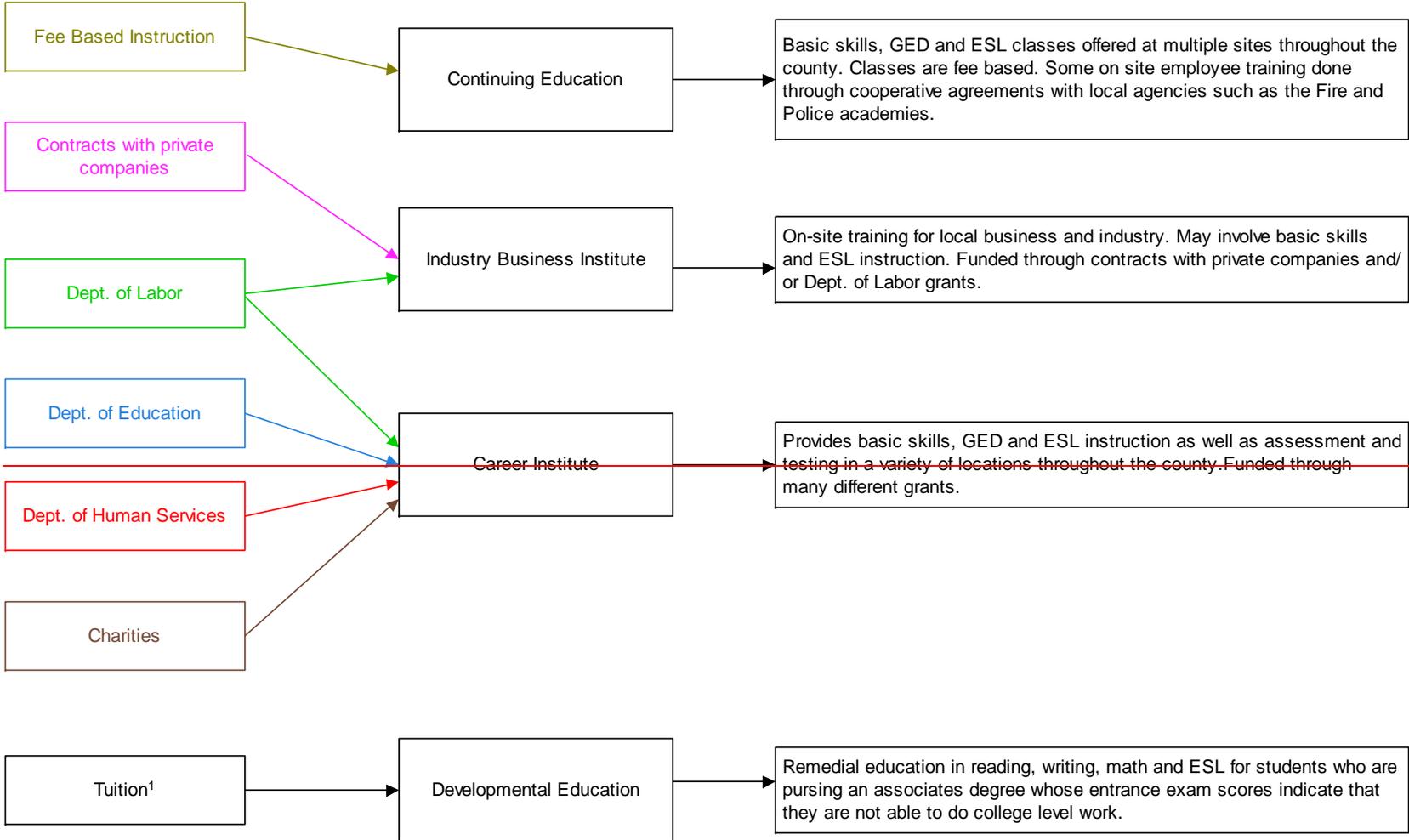
Union County Community College



Note: Each of the funding sources indicated may, and many do, provide more than one grant. Grants may come from different divisions, agencies or offices within the specified departments. Each grant has its own eligibility, reporting, monitoring, accountability and scope of program requirements.

¹ Tuition monies may come from the students directly or through federal and state grants and loans to the students.

Union County Community College

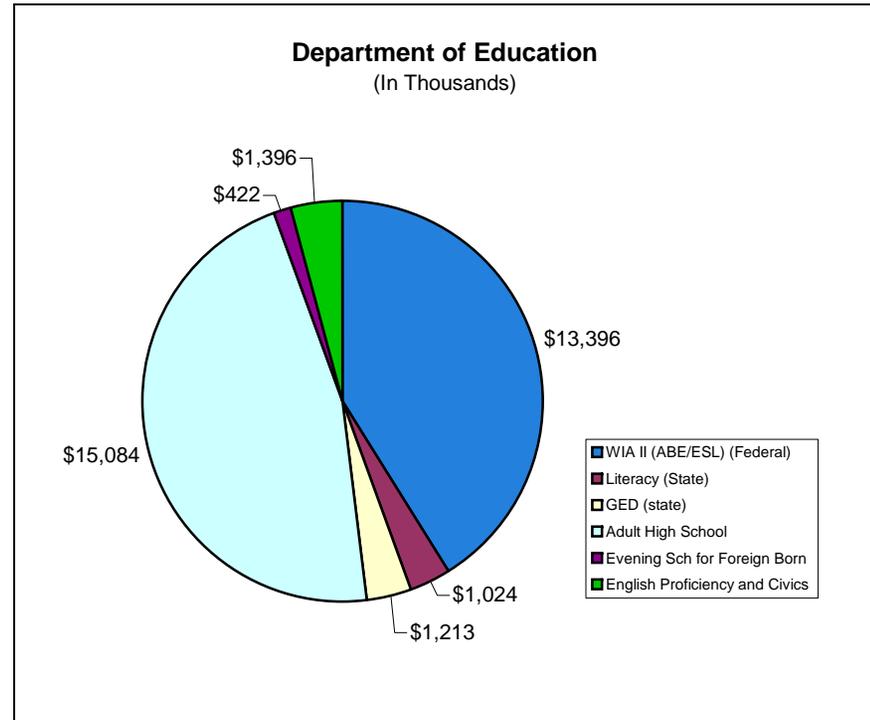
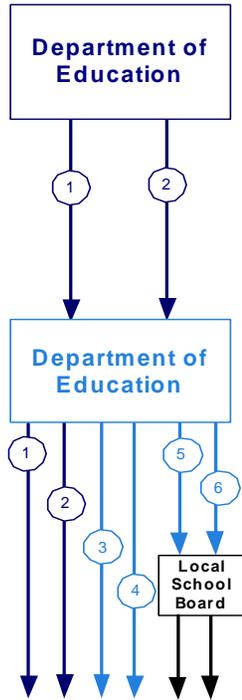


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Appendix B:
Current Programs, Funding and Enrollment Data

Department of Education – Adult Literacy Programs



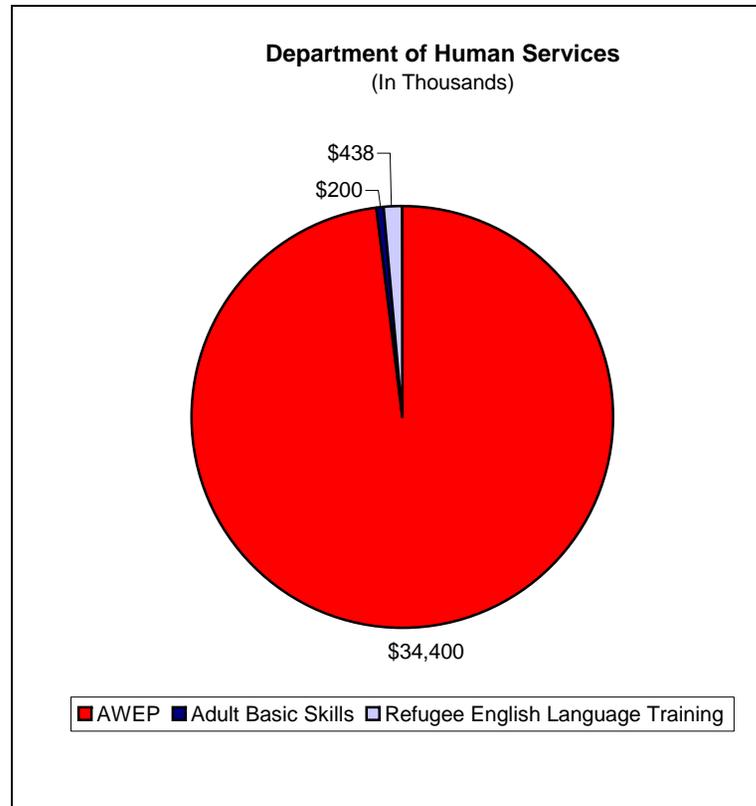
	Program	Funding Source	Funding	Number of Providers	Number of Clients Served
1	WIA Title II (ABE/ESL): Funds programs in adult basic education and English as a second language through competitive grants. (Source: for all figures is NJ Department of Education).	Federal	13,396,286 (2000-2001)	35 Consortia	44,712 (2000-2001)
3	Literacy: State contribution to WIA Title II funds. (Source: NJ Department of Education).	State	\$1,024,000 (2000-2001)	Same as above	2,976 (2000-2001)
4	GED: Funds programs for GED test preparation. (Source: NJ Department of Education).	State	\$1,213,000 (2000-2001)	Same as above	6,065 (2000-2001)
	SUBTOTAL: WIA Title II (State and Federal Money)	TOTAL	\$15,633,286	35 Consortia	53,753

Appendix B:
Current Programs, Funding and Enrollment Data (continued)

Department of Education – Adult Literacy Programs

	Program	Funding Source	Funding	Number of Providers	Number of Clients Served
2	<u>English Proficiency and Civics Education:</u> Provides funds for programs which combine English language and Civics education. Grants are competitive and money is from a separate WIA II Federal grant. Funding figure is for 2001. The funding for 2002 is more than double the 2001 figure (\$3, 481,823). (Source: US DOE Office of Vocational and Adult Ed.).	Federal	\$1,395,520 (2001)	6 (2000-2001) (Source: NJ DOE)	1,625 (2000-2001) (Source: NJ DOE)
5	<u>Evening School for Foreign Born:</u> Provides English Language and Citizenship for those who wish to become citizens. Funds are available only to school districts and districts must request the funds. State aid is a maximum of \$5000 per district and districts are required to provide a minimum of a one-to-one match. Districts may, and some do, provide a higher match. Funding figure is based on state aid and the minimum match. (Source: NJ Department of Education).	State & local match	\$422,000 (2000-2001)	55 (2000-2001)	3,235 (2000-2001)
6	<u>Adult High School:</u> Allows adults to complete high school and obtain a regular high school diploma. All New Jersey high school graduation credits and requirements must be met. Funds available only to New Jersey school districts. State aid is based on \$1,345 per pupil based upon an enrollment head count in early October. Local school boards receive the funds and make determinations of actual funds for their Adult High School. Funding figure is state aid to school districts for Adult High School. School districts must apply for Adult High School funds and not all districts have Adult High Schools. (Source: NJ Department of Education).	State	\$15,084,175 (1996-1997)	56 (2000-2001)	11,215 (1996-1997)
	SUBTOTAL: Non WIA II Dept. of Education Programs		16,901,695		16,075
	<u>TOTAL for All Department of Education Adult Literacy Programs</u>		32,534,981		69,828

Department of Human Services – Adult Literacy Programs

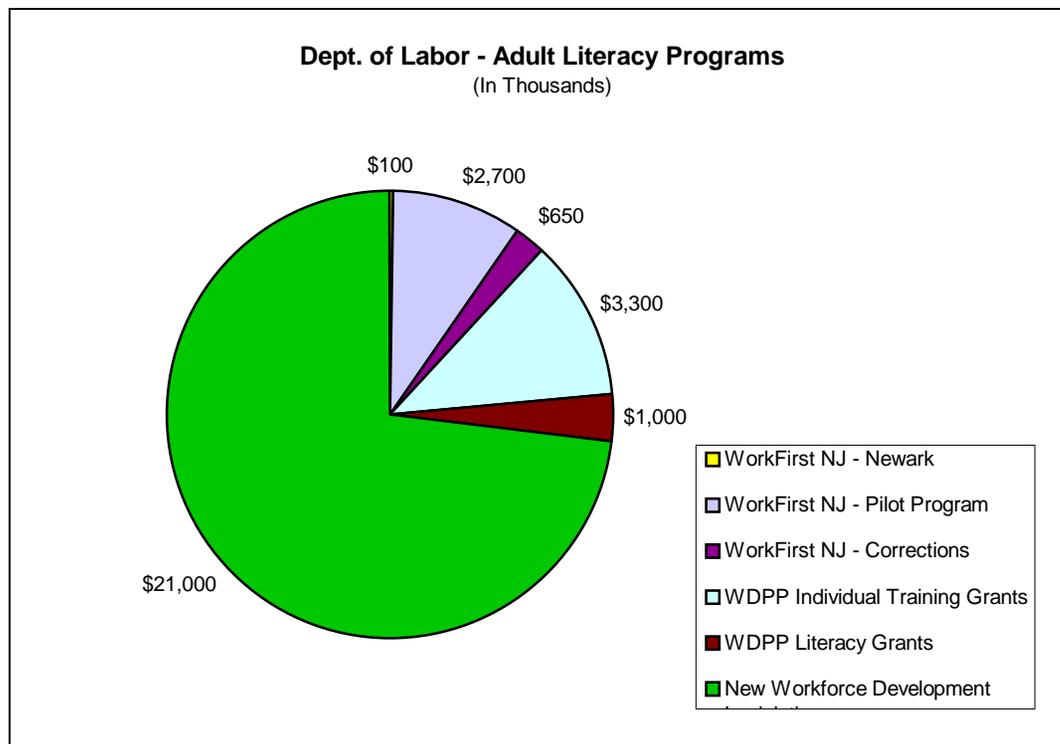
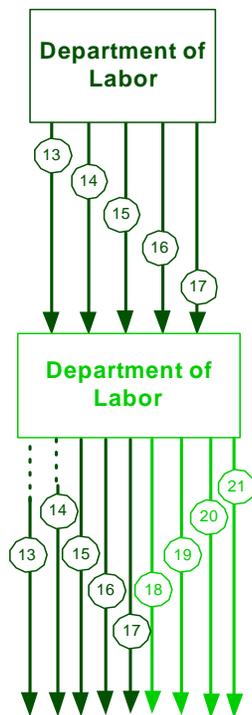


	Program	Funding Source	Funding	Number of Providers	Number of Clients Served
7	AWEP: Alternative Work Experience. These are literacy and basic skills programs for welfare recipients who are found to be in need of these skills before they can successfully find employment. Funded through Federal TANF (Temporary Assistance for Needy Families) funds. The funding figure excludes two Department of Human Services grants to the Department of Labor for Work First New Jersey programs of \$100,000 (Newark Housing) and \$2.7 million (pilot programs for computer based adult literacy learning centers). (Source: Department of Human Services).	Federal and State	\$34,400,000 (2001)	51 (2001)	22,214 (2001)

	Program	Funding Source	Funding	Number of Providers	Number of Clients Served
8	Adult Basic Skills: These programs are for institutionalized populations, either in psychiatric hospitals (4) or developmental centers (3). Separate Department of Education money funds education for youth populations in these institutions, the figure listed here is specifically for the adult population. (Source: Department of Human Services).	Federal	\$199,923 (2001)	7 (2001)	382 (2001)
9	Refugee English Language Training: ESL Programs for Refugees. (Source: Department of Human Services).	Federal	\$437,612 (2001)	8 (2001)	803 (2001)
10	Youth Corps: This program serves young adults between ages 16 and 25 who left high school with out completion. The program provides basic skills/GED instruction, career counseling and work skills through community service. Neither the funding nor the enrollment figures are included in the overall figures for the Department of Human Services because we do not know the percentage of the funds used specifically for basic skills/GED. (Source: Department of Human Services).	State and Federal WIA Title I	\$3,600,000	13 (2001)	800-900 (2001)
11	Enhanced AWEP: This is for people who are off of welfare but still need and receive assistance. This assistance may include adult literacy education among other types of services. We were not able to obtain specific funding figures so this program is not included in the overall figures for the Department of Human Services. (Source: Dept. of Human Services).	State and Federal	Stipends to individuals		
12	21st Century Grants: State grants for programs that help welfare recipients work towards self-sufficiency. Programs are in five NJ cities, Jersey City, Newark, Trenton, New Brunswick and Camden. The overall goal of the grants is to “improve the economic and social well-being of NJ residents who must move from welfare to work.”(NJ Dept of Human Services Press release 3/3/99). These figures are not included in the overall DHS figures for adult literacy education because we do not know the percentage of the funds that are used specifically for adult literacy education programs. (Source: Department of Human Services).	State	\$10,000,000 (2 yrs 1999-2001)	5	
Total: Dept. of Human Services Adult Literacy Programs		TOTAL	\$35,037,535 ¹		23,399 ¹

¹ Does not include Youth Corps, 21st Century Grants or Enhanced AWEP.

Department of Labor – Adult Literacy Programs



	Program	Funding Source	Funding	Number of Providers	Number of Clients Served
13	Work First NJ – Newark Housing: Adult literacy and job readiness for welfare recipients in Newark Public Housing. The funds for this program come from a grant from the Department of Human Services AWEF funds. (Source: Dept of Human Services and Dept. of Labor).	Federal	\$100,000	1 (Newark Housing)	570
14	Work First NJ – Pilot Programs: Pilot programs for computer based adult literacy instructional centers. The funds for this program come from a grant from the Department of Human Services AWEF funds. The program started in June 2000. By January 2001 there were 5 centers and new centers open regularly. The enrollment figure is total people served since the program started. (Source: Dept of Human Services and Dept. of Labor).	Federal	\$2,700,000	9	483
	Program	Funding Source	Funding	Number of Providers	Number of Clients Served

15	Work First NJ – Corrections: Provides adult literacy instruction. (Source: SCALES/Delivery and Funding Committee)	Federal	\$650,000	5	2,000
16	WIA I – Local Board Programs: Local WIB boards may apply for funds for local literacy programs, as part of their strategic plan, which are funded through WIA title I funds. This program is not included in the overall Dept of Labor figures because we do not know the percentage of these funds that are used for adult literacy programs.	Federal	local boards request	17	Not Available
17	WIA Title I – Individual Training Accounts: These accounts are available to eligible individuals for job training, there is a \$4,000 per person cap on training. There is an additional maximum of \$1,300 per person for basic skills training. The funds and enrollment figures for this program are not included in the overall Department of Labor figures as they were not available. (Source: Dept of Labor).	Federal	Not Available	Not Available	Not Available
18	WDPP – Individual Training Grants: These grants are similar to the WIA Title I grants in that they are money available for individuals to obtain job training. There is a \$4,000 cap per person for job training and an additional maximum of \$1000 per person for basic skills training (the cap will be increasing to \$2,000 per person). (Source: Dept of Labor). Funding and enrollment figures source: SCALES/Delivery and Funding Committee.	State	\$3,300,000	180 (Individual training grants)	180
19	Customized training: These funds are available for companies to provide job training for their employees. Not all of the money is used for adult literacy training although a significant percent is used for ESL training. The figures are not included in the overall Department of Labor figures because the actual percentage of the overall funds that are used for adult literacy services is unknown. (Source: SCALS/Delivery and Funding Committee)	State	\$2,115,000	273	6,603
20	WDPP Literacy Grants: These are grants for training providers to be able to provide on-site workplace literacy programs for employers. (Source: SCALS/Delivery and Funding Committee)	State	\$1,000,000	301	3053
21	New Workforce Development Legislation: This legislation provides money for Basic Skill Training Centers inside One-Stop Centers. It also provides money for customized training for adult literacy services and additional money for WIB's to use for adult literacy services. (Source: Dept of Labor). This funding is included in the overall Department of Labor funding as all of the monies are targeted at adult literacy services.	State	\$21,000,000	Anticipated	
Total: Dept. of Labor Adult Literacy Programs		TOTAL	\$28,750,000 ¹		6,286 ²

¹ Figure includes new Workforce Development Legislation but excludes Customized Training, WIA Title I – Local Board Grants and WIA Title I – Individualized Training Accounts.

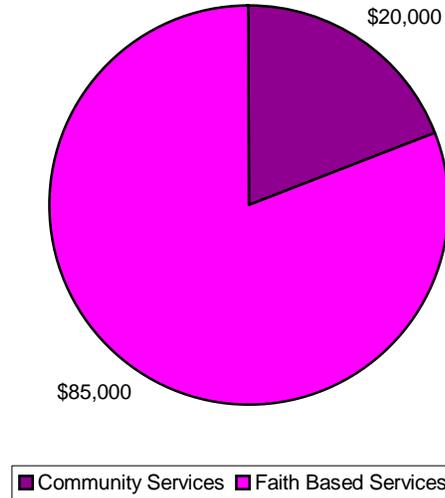
² Figure excludes Customized Training, WIA Title I – Local Board Grants, WIA – Individualized Training Accounts and New Workforce Development Legislation.

Other Sources of Funding for Adult Literacy

Department of Community Affairs



Dept. of Community Affairs - Funding for Adult Literacy



	Program	Funding Source	Funding	Number of Providers	Number of Clients served
22	Community Services: Adult literacy services in a housing project.	Federal	\$20,000	1	30
23	Faith Based Services: This is state aid for faith based community programs to provide a variety of community services. The total funding awarded on Oct. 31, 2001 is 2.5 million dollars for 35 programs. Of those 35 programs, 4 have a component of adult literacy education totaling \$335,000. Of that, only \$85,000 is clearly funding literacy. (Source: Dept. of Community Affairs).	State	\$85,000		
	Total: Dept. of Community Affairs adult literacy programs	TOTAL	\$105,000		30

State Library of New Jersey



Total Funding \$259,630 for FY 2002

	Program	Funding Source	Funding	Number of Providers	Number of Clients served
24	<p><u>New Jersey State Library LSTA Grants:</u> LSTA is the Library Services and Technology Act, which is administered by the Federal Institute for Museum and Library Services. The act has two focuses one is technology and the other is assistance to people having difficulty in using libraries. Literacy money comes under the latter, which identifies people in need of literacy and ESL services as a special population. The State Library of New Jersey provides an average of 12-14 grants per year across the state. Some of those grants are given to library consortia which is why the number of providers is higher than 14. The grants are used for literacy, ESL and family literacy programs. The number of clients served is from FY 1998 as that was the most recently available figure however, enrollment and funding figures have been constant in the last five years. (Source: The State Library of New Jersey)</p>	Federal	\$259,630 (FY 2002)	43 (FY 2002)	1,592 (FY 1998)
	<p><u>Total: New Jersey State Library LSTA Grants for Literacy, ESL and Family Literacy Programs:</u></p>	TOTAL	\$259,630	43	1,592

One Time Legislative Awards for 2001-2002

The Legislature, on its own discretion, may award one-time grants. On occasion these grants fund adult literacy programs. For the 2001-2002 legislative year there were three such grants totaling \$135,000.

TOTAL for other funding sources for adult literacy:

Dept. of Community Affairs \$105,000 + New Jersey State Library Grants \$259,630 + One time legislative awards \$135,000 = **\$499,630**

Appendix:

Interviewed Stakeholders

Stakeholder Perspective: List of Interviewees

Lisa Ashbaugh – Director, Office of Policy and Planning, Inter-Departmental Initiatives, New Jersey Department of Human Services.

Patricia S. Biddar – Executive Director, Department of Assessment, Planning and Research, Union County Community College.

Thomas Billet – WIB Director, Camden County Workforce Investment Board.

Jane Brady – Freeholder, Middlesex County

Bernard Cusano – Director, Career Institute, Union County Community College.

Theresa Daniels – Legislative Coordinator, Division on Women, New Jersey Department of Community Affairs.

Judith Faherty – Principal, New Brunswick Public Schools Adult Learning Center.

John R. Farrell, Jr. – Vice President Administrative Services and Executive Assistant to President, Union County Community College.

Walter Hecht – Dean, Program Director, Philip Ciarco Learning Center, Bergen Community College.

Thomas Henry – State Director of Adult Education, New Jersey Department of Education.

Teresa Keller – Director, New Jersey Chapter of Literacy Volunteers of America.

Gloria Kucher – Principal, Vineland Adult Education Center.

Christine Laquidara – Former Director, Office of Educational Services, Department of Corrections.

Marlene Lederman – Supervisor of Adult Education, New Brunswick Public Schools Adult Learning Center.

Daniel Lewis – Coordinator, Employment and Training, New Jersey Department of Labor.

Marilynn Medican – Executive Director, The Jointure for Community Adult Education.

Sister Mary Teresa Orbegozo – Principal, Paterson Adult School, Paterson Education Center.

Henry Plotkin – Executive Director, State Employment and Training Commission.

Janice Pointer – Project Team Director, Workforce New Jersey, New Jersey Department of Labor.

Enrico Prata – Director of Continuing Education, Caldwell – West Caldwell Board of Education.

Patricia Roman – Executive Director, Middlesex County Workforce Investment Board.

Appendix

Interviewed Stakeholders (continued)

Stakeholder Perspective: List of Interviewees

Steven Sassala – Executive Director, Prosperity New Jersey.

Barry Semple – NJALL Board Member and State Council for Adult Literacy Services Board Member.

Wallace E. Smith – Acting Vice President, Academic Affairs, Union County Community College.

Charles Thomas – Director, Cumberland County One-Stop Center.

Paul Willenbrock – Dean of Continuing Education and Community Services, Union County Community College.

Appendix D:
Community College Developmental Skills Education Available Data

New Jersey:

Accurate and comprehensive data on enrollments and the amount of funding for developmental skills education in the community colleges is not available for New Jersey. Colleges differ in their policies and definitions and are not required to report either developmental skills enrollment or expenditures. In many cases developmental skills education is part of the overall departmental mission, and therefore, the developmental skills enrollments and expenditures are not separated from the overall departmental information. For example, information may be available about the English Department but it is not broken down into developmental classes and college level classes. The following table is the only information that could be found which was specific to NJ developmental skills education. It shows the percentages of first-time students who tested as needing remediation. This does not necessarily reflect actual enrollment, nor does it reflect students who continue to need remediation after the first year. There is also no indication of how many students need remediation in multiple areas and it does not include ESL instruction. Because policies differ regarding who is tested, which testing instruments are used and what the cut-off scores are, the data is *not* comparable across institutions, nor should it be aggregated.

Nationally:

The National Center for Educational Statistics 1995 study on remedial education in higher education institutions found that 29% of first time freshmen enrolled in at least one remedial reading, writing or mathematics course (ESL was not included in this study). They also found that, “There was a general pattern of higher remedial enrollments and lower remedial pass rates at public 2-year and high minority enrollment institutions.” (p. iv, U.S. Department of Education, National Center for Educational Statistics, *Remedial Education at Higher Education Institutions in Fall 1995*, NCES 97-584).

Percentages of First-Time New Jersey Community College Students Needing Remediation Based on Test Scores, Fall 1998

Community College	Reading	Writing	Computation	Algebra	Any and All
Atlantic County College	N/A	49.0%	53.0%	18.0%	64%
Bergen Community College	Reading & writing 52.0%		64.0%	77.0%	77.0%
Brookdale Community College	27.5%	19.3%	30.2%	41.5%	47.3%
Burlington County College	23.6%	34.0%	29.0%	29.9%	46.4%
Camden County College	N/A	N/A	N/A	N/A	68%
Cumberland County College	34.0%	31.0%	32.0%	64.0%	72%
Essex County College	74.0%	94.0%	76.0%	90.0%	94.0%
Gloucester County College	15.0%	32.0%	28.0%	24.0%	57.0%
Hudson County Community College	20.0%	16.0%	30.0%	32.0%	58.0%

Mercer County Community College	49.4%	55.6%	56.2%	75.5%	N/A
Middlesex County College	51.0%	51.4%	43.4%	58.3%	77.4%
County College of Morris	N/A	62.%	52.8%	63.8%	78.4%
Ocean County College	31.6%	36.2%	0.0%	48.7%	56.6%
Passaic County Community College	71.0%	66.0%	73.0%	79.0%	82.0%
Raritan Valley Community College	25.6%	49.3%	32.3%	24.7%	53.4%
Salem Community College	35.2%	30.1%	34.2%	42.8%	53.6%
Sussex County Community College	46.7%	44.9%	58.0%	81.5%	N/A
Union County College	55.8%	70.1%	62.0%	72.9%	89.8%
Warren County Community College	N/A	N/A	N/A	N/A	N/A

(Source: NJ Commission on Higher Education, *The Five-Year Assessment of Higher Education Restructuring: Community College Institutional Profiles*)

